- 22. Since Pacific's Yellow Page net revenues have already been taken into account in setting Pacific's basic residential rates, taking such net revenues into account again when setting the price for the UNE residential loop would amount to improper double-counting.
- 23. If Pacific's Yellow Page net revenues were to be taken into account in setting the price for the UNE residential loop, it would unfairly benefit new entrants who rely on UNEs at the expense of new entrants who rely in whole or in part on their own facilities.
- 24. If Pacific's Yellow Page net revenues were to be taken into account in setting the price for the UNE residential loop, there would be no way of guaranteeing that residential ratepayers would benefit from this.
- 25. Adoption of the AT&T/MCI proposal for a \$2.64 surcredit on loops financed through the CHCF-B would violate § 252(d)(1)(A) of the Telecommunications Act, because it would result in loop UNE prices that are not based on the cost of providing such loops.
- 26. The CHCF-B funds that AT&T/MCI propose to use to finance the \$2.64 loop surcredit have already been used in D.98-07-033 to offset permanently certain Pacific rates.
- 27. The principal flaw in the AT&T/MCI proposal for a \$2.64 surcredit applicable to the loop UNE is that it would convert an explicit subsidy intended to benefit residential customers in high-cost areas into an implicit subsidy that purchasers of UNEs could use to compete in low-cost areas.
- 28. The principal flaw in the Pacific proposal described in FOF 44 is that, because most of the costs of providing basic residential service in high-cost areas are accounted for by the loop, the Pacific proposal would result in Pacific's receiving the lion's share of CHCF-B funding in most cases, even though the

stated objective of the proposal is to allocate CHCF-B funding equitably between Pacific and a CLEC that provides service using some of its own facilities.

- 29. AT&T/MCI and Pacific may wish to raise the proposals described in FOFs 43 and 44 in the upcoming triennial review of Universal Service funding issues, after they have dealt with the flaws identified above.
- 30. The adopted TELRIC cost for End Office Switching Trunk Port Termination should be used as a proxy for the DS-1 line side port.
- 31. The AT&T/MCI proposal to develop a TELRIC cost for the DS-3 entrance facility without equipment, by backing the costs of remote-and-central office circuit equipment out of the adopted TELRIC cost for a DS-3 entrance facility with equipment, is reasonable and should be adopted.
- 32. The AT&T/MCI proposal for developing a TELRIC cost for unbundled loops provided over digital loop carrier and delivered to the entrant as a digital facility, by using a combination of fiber and fiber electronics from the adopted TELRIC costs for the DS-1 loop and the DS-1 EISCC, is reasonable and should be adopted.
- 33. The adopted TELRIC costs for STP transport and transport elements that could serve as SS7 links, should be used to derive TELRIC costs for SS7 links and link mileage.
- 34. The adopted TELRIC costs for the 4-wire entrance facility should be used to set the UNE price of the 4-wire entrance facility.
- 35. The adopted TELRIC costs for the DS-1 EISCC should be used as a proxy for the DCS cross-connect, and the multiplexing cost of a single DCS channel should be set at one twenty-fourth of the adopted TELRIC for the DS-1 multiplexing function.
- 36. For the time being, it is reasonable to set UNE prices for LIDB queries and 800 database queries by using the adopted TSLRIC costs for such queries.

- 37. Pacific should be required to derive and submit, pursuant to the G.O. 96-And advice letter process, TELRIC costs for LIDB queries and 800 database queries. This advice letter submission should be subject to protest.
- 38. Prices for the elements described in COLs 30-36 should be set at the costs 21% found reasonable therein plus a 19% markup to cover shared and common costs.
- 39. Pacific should be allowed to recover reasonable loop conditioning costs when it furnishes digital-capable copper loops to carriers that provide ADSL service, and those carriers also provide their own electronics for the loop.
- 40. When Pacific furnishes an ISDN line to a carrier that provides ADSL—cervice, additional loop conditioning charges are not appropriate, because the necessary electronics are included within the price of the ISDN line.
  - 41. Pacific's proposal to recover the loop conditioning charges for copper loops specified in its ADSL tariff on file with the FCC should not be adopted, because the loop conditioning charges in that tariff are based on embedded costs rather than forward-looking costs.
  - 42. Until the Commission can adopt TELRIC-based costs for loop conditioning, Pacific should be allowed to recover as conditioning charges for providing a digital-capable copper loop, the non-recurring charge applicable to an ISDN line.
  - 43. In AT&T-lowa, the Supreme Court held that the issue raised by the ILECs about the opportunities for arbitrage between purchasing UNEs and purchasing resale service is of minimal concern, because the universal service subsidies included in resale rates must be phased out pursuant to § 254 of the Telecommunications Act, so any opportunities for arbitrage will be only temporary.
  - 44. In AT&T-lowa, the Supreme Court held that FCC Rule 315(b) represents a reasonable construction of § 251(c)(3) of the Telecommunications Act, which is

ambiguous on the question of whether leased network elements may or must be separated, because Rule 315(b) is rooted in § 251 (c)(3)'s nondiscrimination requirement.

- 45. In view of the reinstatement of FCC Rule 315(b) in AT&T-lowa, Pacific and other ILECs are obliged to provide to requesting telecommunications carriers, network elements that are already pre-assembled or combined on a "platform" that the ILEC uses itself.
- 46. Under FCC Rule 315(b), an ILEC that provides a UNE platform to a requesting telecommunications carrier is not entitled to a "recombination" fee or "regluing" charge for doing so.
- 47. In a case where a telecommunications carrier requests an ILEC to provide it with an existing UNE platform (i.e., the "as is migration" situation), the appropriate compensation the ILEC should receive is the sum of the service order charges adopted herein applicable to each UNE included in the platform.
- 48. In the case where a requesting telecommunications carrier purchases separate unbundled network elements and requests the ILEC to combine them, the appropriate compensation the ILEC should receive for performing this combining work is the sum of the stand-alone non-recurring charges adopted herein for each of the UNEs being combined.
- 49. In the case where a telecommunications carrier initially requests an ILEC platform (i.e., the "as is migration" situation), and then later requests that additional features or services be combined with the platform, the appropriate compensation the ILEC should receive for combining the additional features or services with the platform is the sum of the stand-alone non-recurring charges adopted herein for each additional feature or service ordered from the ILEC.
- 50. Notwithstanding the current uncertainty surrounding the status of FCC Rules 315(c)-(f), this Commussion has authority under Pub. Util. Code

§ 709.2(c)(1) to order ILECs to combine separate UNEs upon the request of a telecommunications carrier, or to order an ILEC to combine additional UNEs—with an existing UNE platform.

- 51. The Supreme Court's decision in AT&T-lowa, which reinstates FCC Rule 315(b), does not prohibit the continued performance of Pacific's obligation as described in FOFs 49-50 to continue providing UNE combinations.
- 52. If Pacific were to continue performing its obligation as described in FOFs 49-50 to provide UNE combinations to AT&T, while refusing to provide UNE combinations to other CLECs with which it has entered into interconnection agreements on the ground that the list of network elements it must offer on an unbundled basis is uncertain (pending the completion of FCC proceedings to reconsider Rule 319), such refusal would give rise to a claim of unlawful discrimination under §§ 251(c)(3), 251(c)(2) and 252(i) of the Telecommunications Act.
- 53. This Commission has power under Resolution ALJ-174 to reform interconnection agreements for the purpose of preventing or eliminating unlawful discrimination.
- 54. Owing to the situation created by the Memoranda of Understanding described in FOFs 49-50, and pursuant to the powers described in COLs 50 and 53, Pacific should be required to provide UNE combinations to requesting telecommunications carriers whose interconnection agreements with Pacific provide for such combinations, in consideration of the compensation described COLs 47-49, for the remaining term of such agreements or as long as such agreements remain in effect.
- 55. Pacific should be required to provide UNE combinations to any requesting telecommunications carrier covered by COL 54 whose interconnection agreement with Pacific was entered into prior to January 25, 1999.

- 56. The Supreme Court's decision in AT&T-lowe to reinstate the FCC's "pick and choose" rule may render moot the controversy about whether the prices, terms and conditions for UNEs should be set forth in tariffs.
- 57. Pending rurther clarification from the FCC, it appears that the documents ILECs may be required to file to comply with the "pick and choose" rule will be very similar in form and content to tariffs.
- 58. In view of the facts that (a) the FCC may revise or clarify the "pick and choose" rule in the near future, (b) many of Pacific's existing interconnection agreements will begin to expire at the end of 1999, (c) existing interconnection agreements must be available for public inspection pursuant to § 252(h) of the Telecommunications Act, and (d) the prices set forth in this decision are matters of public record, it is unnecessary and would not be a good use of the Commission's or the parties' resources to require the filing of tariffs or tariff-like documents at this time for UNEs.
- 59. Absent direction to the contrary from the FCC, this Commission does not intend to reexamine the TELRIC costs it has adopted for at least another three years.
- 60. The prices determined in this decision should serve as benchmarks for future UNE prices, even after expiration of the interconnection agreements into which these prices are being substituted pursuant to Resolution ALJ-174.
- 61. If, in any future interconnection agreement submitted to this Commission for arbitration pursuant to § 252(b) of the Telecommunications Act, an ILEC contends that a higher price for a UNE is justified than the price for such UNE set forth in this decision, the burden of proof shall be upon the ILEC to justify (within the timeframe and other rules required by the arbitrator) such higher price.

- 62. The imputation requirement set forth in D.89-10-031 and D.94-09-065 acts as a safeguard against anticompetitive ILEC behavior in two ways: (a) it ensures that the price of an ILEC's bundled competitive service recovers at least the cost of providing the service, thus preventing cross-subsidization, and (b) it prevents the ILEC from underpricing the bundled competitive service, which would harm competitors of the ILEC.
- 63. The "contribution" method of imputation described in D.94-09-065 is the algebraic equivalent of the original imputation formula set forth in D.89-10-031.
- 64. Because the contribution method of imputation is the algebraic equivalent of the original imputation formula, it would be appropriate to use the contribution method for setting price floors here, especially since the contribution method can fill in certain gaps in the TSLRIC and TELRIC costs that this Commission has adopted.
- 65. Setting price floors for the services here by taking the sum of the prices of all UNEs used in providing the service would result in price floors that include far more shared and common costs than are appropriate in a competitive environment.
- 66. Using the volume-sensitive portion of the TSLRIC of a service (plus contribution) to set the price floor for the service would allow the Commission to overcome the fact that the competitive and non-competitive components of the services at issue here have not been completely defined.
- 67. For the reasons set forth in COLs 63-66, the contribution method of imputation should be used in setting price floors for the services specified in FOF 60.
- 68. For the reasons set forth in FOFs 76-78, the tests advocated by Dr. Emmerson for detecting cross-subsidies in Pacific's services should not be relied upon.

- 69. The risk of cross-subsidy in the price floors adopted herein will be reduced by starting with the TELRIC-based UNE price in computing contribution, since the TELRIC methodology assigns directly to network elements many costs that would be considered "shared" or "common" under the TSLRIC methodology.
- 70. The correct method of computing the contribution from MBBs to be imputed into Pacific's price floors is to subtract from the TELRIC-based price of each UNE found to be an MBB, the volume-sensitive portion of the TSLRIC of the MBB.
- 71. The price floor for each service at issue here should be set equal to the sum of (a) the contribution computed as set forth in COL 70, plus (b) the volume-sensitive portion of the TSLRIC for the service.
- 72. The test for determining what constitutes an MBB should be considered the same as for determining what constitutes an "essential facility" under antitrust law; i.e., the economic infeasibility for the competing carrier of duplicating the essential facility practicably or reasonably, whether through purchase or self-provision.
- 73. It is clear under AT&T-lowa that not all of the UNEs set forth in FCC Rule 319 can be considered MBBs.
- 74. D.96-03-020 does not hold that all of the UNEs set forth in FCC Rule 319 should be considered MBBs.
- 75. This Commission has never ruled that all of the UNEs set forth in FCC Rule 319 should be considered MBBs.
- 76. Those parties arguing that Pacific is improperly seeking recategorization of services in its price floor testimony appear to be confusing imputation with categorization.
- 77. It would not be appropriate to delay setting price floors until after the FCC has reconsidered the list of UNEs currently set forth in Rule 319.

- 78. At the present time, the loop should be considered an MBB for purposes of determining imputation via the contribution method.
- 79. In view of our decision in D.98-02-106 not to adopt geographically-deaveraged costs or prices for UNEs, and our decision herein not to adopt the AT&T/MCI proposal for a surcredit on loops financed through the CHCF-B, the geographically-deaveraged price floors advocated by Pacific, which depend on a determination of whether or not the loop is essential in a particular geographic area, should not be adopted.
- 80. At the present time, switching should be considered an MBB for purposes of determining imputation via the contribution method.
- 81. Contribution from switching minutes-of-use should not be imputed into the three access line services at issue here (i.e., 1 MB, 1 FR and 1 MR), because switching minutes-of-use are already imputed into Pacific's toll price floors.
- 82. At the present time, white page listings should be considered an MBB for purposes of determining contribution for the 1 MB, 1 FR and 1 MR services.
- 83. None of the other UNEs set forth in FCC Rule 319 should be considered an MBB.
- 84. The determination in COL 82 is not intended to prejudge any of the issues being considered in the Local Competition proceeding about the price to be charged pursuant to § 222(e) of the Telecommunications Act for providing directory listings to third-party publishers.
- 85. The price floor formula set forth in COL 71 should be used by Pacific in the future whenever it proposes a price floor for a newly-recategorized Category II service, or for a customer-specific contract or express contract pursuant to the procedures outlined in D.94-09-065 (56 CPUC2d at 238-242).

#### ORDER

#### IT IS ORDERED that:

- 1. The monthly recurring prices for unbundled network elements (UNEs) offered by Pacific Bell (Pacific) that are set forth in Appendix A to this decision satisfy the requirements of Sections 251(c)(2), 251(c)(3), and 252(d)(1) of the Telecommunications Act of 1996 and are hereby adopted.
- 2. The non-recurring charges associated with the UNEs offered by Pacific, which charges are set forth in Appendix B to this decision, satisfy the requirements of Sections 251(c)(2), 251(c)(3), and 252(d)(1) of the Telecommunications Act of 1996 and are hereby adopted.
- 3. Pursuant to Commission Resolution ALJ-174 (adopted June 25, 1997), Pacific and all parties that have entered into interconnection agreements with Pacific reached through arbitration by this Commission, shall substitute the monthly recurring UNE prices set forth in Appendix A, and the non-recurring charges set forth in Appendix B, for the interim UNE prices and non-recurring charges set forth in such interconnection agreements.
- 4. Pacific and all parties that have entered into interconnection agreements with Pacific reached through arbitration by this Commission shall use the illustrative examples of UNE combination situations set forth in Appendix C to determine the appropriate UNE combination charges that should supersede, pursuant to Commission Resolution ALJ-174, the interim UNE combination charges set forth in such interconnection agreements.
- 5. The price floors for the Pacific services set forth in the Compliance Reference Document (CRD), a redacted version of which is attached to this decision as Appendix D, satisfy the requirements of Decision (D.) 89-10-031, D.94-09-065, D.96-03-020 and this decision with respect to price floors and are

hereby adopted. The unredacted version of the price floor CRD shall be made available only to parties with whom Pacific has entered into a nondisclosure agreement consistent with the terms of the November 16, 1995 Administrative Law Judges' Ruling in this docket.

- 6. Within 20 days after the effective date of this order, Pacific shall submit to the Commission's Telecommunications Division (TD) for its approval, and shall serve upon all parties to this proceeding, an advice letter consistent with General Order (G.O.) 96-A that contains Total Element Long Run Incremental Costs (TELRICs) for 800 database queries and Line Identifier Database (LIDB) queries, as required by Conclusion of Law (COL) 37 of this order. Upon the request of TD, Pacific shall produce workpapers that show how it has derived these TELRICs, and shall serve such workpapers on those parties to this proceeding who request them. This advice letter shall be subject to protest in accordance with G.O. 96-A.
- 7. Pacific shall commence preparing loop conditioning cost studies based on the TELRIC methodology, and shall submit such studies for review in such proceeding(s) as the Commission, any Commissioner or any assigned Administrative Law Judge shall direct.
- 8. Pursuant to COLs 54 and 55, Pacific shall continue providing combinations of UNEs to any party with whom Pacific entered into an interconnection agreement reached through arbitration prior to January 25, 1999 that required Pacific to provide such combinations. This obligation to continue providing UNE combinations in accordance with the terms of such interconnection agreements (as modified by Ordering Paragraph 4) shall continue for the remaining term of any such interconnection agreement, or for as long as such interconnection agreement remains in effect.

- 9. In the event that an interconnection agreement involving Pacific is rubmitted to this Commission for arbitration pursuant to § 252(b) of the Telecommunications Act, and Pacific claims that a higher price than the price adopted in this decision is justified for any UNE covered by this decision, the burden of proof shall be upon Pacific to establish, within the timeframe and other rules set by the arbitrator, that such higher price is justified.
- 10. When proposing price floors in the future for services that have been newly recategorized as Category II services, or for customer-specific contracts or express contracts pursuant to the procedures outlined in D.94-09-065 (56 CPUC2d at 238-242), Pacific shall use the price floor formula set forth in COL 71.
- 11. The August 3, 1998 motion of AT&T Communications of California, Inc., AT&T Local Services on behalf of TCG Los Angeles, TCG San Diego, and TCG San Francisco (collectively, AT&T), and MCI Telecommunications Corporation (MCI) to file one business day late the redacted version of the joint AT&T/MCI reply brief, is hereby granted.

12. 7 Pacific shall have 120 days from the effective date of this decision to singlement the new prices and other requirements ordered haven.

existing price floors shall remain in effect until new price floors comented pursuant to this decision are estamined.

12. The August 5, 1998 motion of	Cox California Telcom II, L.L.C. to file its
reply brief one business day late, is h	nereby granted.
This order is effective today.	
Dated	, at San Francisco, California.

# Appendix B



# RECEIVED FEB .

#### BY COURIER

Lawrence E. Strickling, Esq. Chief Common Carrier Bureau Federal Communications Commission 1919 M Street, N.W., Room 500 Washington, D.C. 20554

Dear Mr. Strickling:

This responds to your request for confirmation of SBC Communications Inc.'s position on the provision of network elements following the U.S. Supreme Court decision in Iowa Utilities Board. We understand the industry faces a period of potential uncertainty in light of the vacation of Rule 319. Accordingly, in an effort to assist the Commission and the industry, SBC makes the following commitment during this interim period.

Notwithstanding the Supreme Court's vacation of Rule 319, which identified what network elements should be made available by ILECs, SBC will continue to provide network elements in accordance with its existing local interconnection agreements until the parties mutually agree to alternative provisions or alternative provisions are approved through the regulatory and judicial process. However, in the event other parties to our existing interconnection agreements attempt to invalidate these agreements based upon lowa Utilities Board, we reserve the right to respond as appropriate without regard to this commitment. Furthermore, pending the Commission's proceeding on remand regarding network elements, SBC will continue to negotiate in good faith with any party seeking to enter into a new local interconnection agreement.

If you have any questions, please call me.

Sincerely,

Dale (Zeke) Robertson Senior Vice President

SBC Telecommunications, Inc.

Jelu Roberton

Sandy Kinney

President-Industry Markets

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SBC Telecommunications, Inc.

## CERTIFICATE OF SERVICE

I, Thomas Selhorst, hereby certify that I have this day caused a true and correct copy of the original OPENING COMMENTS OF PACIFIC BELL (U 1001 C) ON PROPOSED DECISION OF ALJ McKENZIE DATED MAY 10, 1999 to be served by mail to the following parties on the attached service list.

Dated this 4th day of June, 1999, at San Francisco, California.

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#### **Date of Request**

#### Requester Information

CLEC Name Address 1 Address 2 City	Type of Request (Check one box only)  BFR for UNE
State Zip Contact Person Title Phone Number FAX Number	BFR for LNP  Leased Facilities for Interconnection Other (Describe in General comments)
E-mail Address	State for which Request is made:

Drawings and/or schematics that can help explain your request are very beneficial to answering your request in a timely manner.

General Comments/ Drawings:

Authorized Signature:

Title:

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#### For New UNE Requests

PLEASE BE AS SPECIFIC AS POSSIBLE - THE MORE COMPLETE THE REQUEST, THE FASTER THE REQUEST CAN BE PROCESSED. DRAWINGS OR SCHEMATICS, IF THEY CAN PROVIDE CLARITY TO YOUR REQUEST ARE VERY HELPFUL.

Provide a technical description of the requested element:			
•			
	Estimate of		_

Estimate of Demand/ Units	3 year forscast	Date Desired
	Demand/	Demand/ 3 year

#### Interconnection Requests

PLEASE BE AS SPECIFIC AS POSSIBLE - THE MORE COMPLETE THE REQUEST, THE FASTER THE REQUEST CAN BE PROCESSED. DRAWINGS OR SCHEMATICS ARE VERY HELPFUL IN UNDERSTANDING YOUR REQUEST. NOTE: AT LEAST ONE SITE MUST BE A SERVING CENTRAL OFFICE.

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Qty	Date Desired	Facility Type	CLLI	Street Address	City	CLLI	Street Address	City
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PLEASE BE AS SPECIFIC AS POSSIBLE - THE MORE COMPLETE THE REQUEST, THE FASTER THE REQUEST CAN BE PROCESSED. DRAWINGS OR SCHEMATICS ARE VERY HELPFUL IN UNDERSTANDING YOUR REQUEST.

Request Comments:	
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### Bona Fide Request/Interconnection or Network Element Request Application Form

#### This page for SBC Use Only

Account Manager complete this section

Date Received	Method of Delivery	Received by
Time Received		Account Manager's Name:
For Leased Facilit		
		on agreement? [ (Yes if Checked)
If no, return	the request until the agreement is	signed and filed.
For UNE and Othe	r Requests	
Does Requester ha	ve an approved interconnection ag	greement? [ ] (Yes if Checked)
If no, return	the request until the agreement is	approved.
Does interconnect or offering? [ ] (Cl	tion agreement address the requireck if Yes)	est for this facility
if no, why shoul will be accepted	d we entertain the request now? ((	Only extraordinary circumstances

Account Manager - please forward to the Industry Markets Coordinator:

- Copies of all correspondence with CLEC regarding this request.
- Copy of the pages in the interconnection agreement that describes the manner in which the request should be handled

#### Industry Markets Coordinator:

Industry Markets Coordinator for BFRs complete this section

Method of Delivery:	Date Rcv'd from Acct Mgr:
Input into tracking database by:	CATS Tracking #:

# Dallas and Houston, Texas

6-1-99 to 7-3-99

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Public Vorsion

Los Angeles

7-18-99 to 7-31-99

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Public Version

Dallas and Houston, Texas

7-4-99 to 7-17-99

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